

# Barrio Logan

## Public Facilities Financing Plan



June 2007



THE CITY OF SAN DIEGO

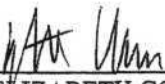
City Planning & Community Investment Department  
Facilities Financing

RESOLUTION NUMBER R- 302783  
DATE OF FINAL PASSAGE JUNE 29 2007

A RESOLUTION OF THE COUNCIL OF THE CITY OF  
SAN DIEGO APPROVING THE BARRIO LOGAN  
PUBLIC FACILITIES FINANCING PLAN,  
RESCINDING THE EXISTING DEVELOPMENT  
IMPACT FEES FOR THE BARRIO LOGAN  
COMMUNITY AND ESTABLISHING NEW  
DEVELOPMENT IMPACT FEES FOR ALL PROPERTY  
WITHIN THE BARRIO LOGAN COMMUNITY.

BE IT FURTHER RESOLVED that any judicial action or proceeding to attack, review,  
set aside, void or annul this resolution shall be brought within 120 days.


APPROVED: MICHAEL J. AGUIRRE, City Attorney

By   
ELIZABETH COLEMAN  
Deputy City Attorney

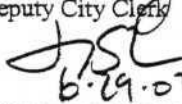
EC:mm  
05/21/07  
Or.Dept: City Planning & Comm. Invest. Dept.  
R-2007-1103  
MMS#4813

I hereby certify that the foregoing Resolution was passed by the Council of the City of San  
Diego, at this meeting of JUN 26 2007.

ELIZABETH S. MALAND  
City Clerk

By   
Deputy City Clerk

Approved: 6.29.07  
(date)

  
6.29.07  
JERRY SANDERS, Mayor

Vetoed: \_\_\_\_\_  
(date)

\_\_\_\_\_  
JERRY SANDERS, Mayor

**Mayor**

Jerry Sanders

**City Council**

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Kevin Faulconer, Council District 2  
Toni Atkins, Council District 3  
Tony Young, Council President Pro Tem, District 4  
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Donna Frye, Council District 6  
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Vicki Burgess, Project Manager  
Gloria Hensley, Principal Engineering Aide

**Barrio Logan Community Planning Group**

At the time of this update, no planning group has formed for the Barrio Logan community.

# Table of Contents

BARRIO LOGAN SUMMARY.....	1
GENERAL .....	1
DEVELOPMENT FORECAST AND ANALYSIS .....	1
PERIODIC REVISION .....	2
EXISTING PUBLIC FACILITIES AND FUTURE NEEDS .....	2
TRANSPORTATION.....	2
PARK AND RECREATION.....	2
LIBRARY .....	3
FIRE PROTECTION .....	3
POLICE PROTECTION .....	4
SUMMARY OF PUBLIC FACILITIES NEEDS .....	4
BARRIO LOGAN – PUBLIC FACILITIES FINANCING PLAN .....	4
FINANCING STRATEGY .....	4
GENERAL ASSUMPTIONS AND CONDITIONS .....	8
DEVELOPMENT IMPACT FEE DETERMINATION.....	9
BACKGROUND.....	9
DISTRIBUTION OF PROJECT COSTS AND FEE DETERMINATION .....	9
TRANSPORTATION.....	9
PARK AND RECREATION.....	10
LIBRARY .....	11
FIRE FACILITIES .....	11
DEVELOPMENT IMPACT FEE SCHEDULE.....	12
PROJECT FUNDING SOURCES.....	13
TABLE 1—BARRIO LOGAN FACILITIES SUMMARY.....	14
TRANSPORTATION.....	15
PARK AND RECREATION.....	21
LIBRARY .....	25
FIRE .....	26
FIGURE 1-BARRIO LOGAN BOUNDARY MAP .....	ii
FIGURE 2-FACILITIES INDEX MAP .....	iii
APPENDIX	
APPENDIX A-UNIT PRICING LIST FOR TRANSPORTATION PROJECTS.....	A-1
APPENDIX B-UNIT PRICING LIST FOR PARK & RECREATION PROJECTS.....	B-1
APPENDIX C-SANDAG 2030 CITIES/COUNTY FORECAST-TOTAL HOUSING UNITS.....	C-1
APPENDIX D-SANDAG 2030 CITIES/COUNTY FORECAST-TOTAL POPULATION.....	D-1



# BARRIO LOGAN



COMMUNITY BOUNDARY

# Barrio Logan Summary

## General

The PROGRESS GUIDE AND GENERAL PLAN for the City of San Diego recommends division of the City into planning areas which are designated as Urbanized, Planned Urbanizing and Future Urbanizing areas. Urbanized areas include the central portion of San Diego as well as the remaining older sections of the City. Planned Urbanizing areas consist of newly developing communities. Future Urbanizing areas include land which is primarily undeveloped.

The Barrio Logan community planning area is an Urbanized area. This document is the first Public Facilities Financing Plan which sets forth the major public facilities needs in the areas of transportation (streets, storm drains, traffic signals, etc.), libraries, park and recreation facilities, and fire stations. Other public needs such as police facilities, public work yards, landfills, the Central Library, Balboa Park preservation and improvement, etc., concern a broader area than the Barrio Logan community or even multiple communities. Accordingly, they will be analyzed with separate financing strategies.

This plan supersedes the previously approved Community Facilities Summary List. The facilities listed in this Financing Plan will be needed over the next approximately twenty three years when full community development is estimated. The Barrio Logan Community Plan is a guide for future development within the community and serves to determine public facility needs. The City Council has previously adopted a Development Impact Fee to help mitigate the cost of the public facilities necessitated by development in the community. The Development Impact Fees were adopted on October 17, 1987, by Resolution #R-269470. This document provides the basis for a revision of the impact fees for the Barrio Logan Community.

## Development Forecast and Analysis

The Barrio Logan Community Plan is a comprehensive policy guide for the physical development of the community. The Barrio Logan Community is generally bound on the north by the communities of Southeastern San Diego and Centre City, on the east by Southeastern San Diego, on the south by National City, and on the west by the San Diego Bay.

The Barrio Logan Community, totaling approximately 553 acres, has developed in accordance with the Barrio Logan Community Plan, adopted in November 1978. Currently, the Barrio Logan community contains approximately 547 single family detached units and 504 multiple family dwelling units, with a total population of 3,776.

An analysis of present and projected development and using the community plan as a guide indicates that by the year 2030, approximately 413 additional residential dwelling units will be constructed.

## **Periodic Revision**

To ensure that this program maintains its viability, this plan may be periodically revised to include, but not necessarily be limited to, City Council approved (amendments) to the Community Plan. This fee schedule may be updated annually to reflect construction cost and inflationary increases.

# **Existing Public Facilities and Future Needs**

## **Transportation**

The Barrio Logan community is served by a transportation network which consists of automobile and public transportation systems, a bicycle system, and a pedestrian circulation system. Provision of adequate transportation facilities has been a continuing process, to support the needs of current and future development.

Transportation improvements in Barrio Logan are dictated by traffic volume. Improvements will be funded through a combination of Development Impact Fees (DIF), grants and other funding sources yet to be determined.

The most current information available from SANDAG's Traffic Model indicates that the average daily trips (ADTs) generated in the community in the year 2000 was approximately 39,000, with an additional 12,000 ADTs projected by the year 2030. The total of 51,000 ADTs in the year 2030 is used in determining the transportation component of the DIF for Barrio Logan (please refer to pages 9-10 for additional fee calculation information). The DIF fees collected generate only that portion of the total transportation costs from new development, approximately 24%, as no impact fees will be collected from existing development. New development will not be required to contribute to the existing transportation system. Other funding sources will need to be identified for the remaining 76% of transportation needs.

## **Park and Recreation**

The City's Progress Guide and General Plan recommends 2.8 acres of parkland for every 1,000 residents, consisting of neighborhood and community parks. For every 3,500 to 5,000 residents, a minimum 10.0 acre neighborhood park should be located within a ½ mile service radius; unless it is located adjacent to an elementary school where joint-use is possible and anticipated, the acreage may be reduced to 5.0 acres. For every 18,000 to 25,000 residents, a minimum 20.0 acre community park and recreation center should be located within a 1 ½ mile

service radius; unless it is located adjacent to an elementary or middle school where joint-use is anticipated and feasible, the acreage may be reduced by 5.0 acres or 7.0 acres, respectively. And, for every 50,000 residents, a community swimming pool is recommended within 1 ½ to 2 miles service radius.

The Barrio Logan community is currently served by two neighborhood parks, Chicano Park and Cesar E. Chavez Park. Based on the City of San Diego Progress Guide and General Plan guidelines for population-based park acreage, with a current population of 3,776, additional park acreage is needed.

The current Barrio Logan community population warrants approximately 10.57 population-based park acres based on the General Plan guidelines. Based on the SANDAG 2030 population forecast, a total of approximately 14.67 acres of population-based park land is recommended at full community development. The recommended park acreage at full community development is calculated as follows:

$$\begin{aligned} 1,464 \text{ total units} \times 3.577 \text{ persons per household} &= 5,238 \text{ persons} \\ 5,238 \text{ persons} \times 2.8 \text{ acres/1,000 persons} &= 14.67 \text{ acres} \end{aligned}$$

The entire park acreage and projected population is used in determining the park component of the DIF for Barrio Logan. The fees collected from new development generates only that portion of the amount needed for new development since no impact fees can be collected from existing development. Proposed parks are further described in Table 1 with more details provided beginning on page 21.

## **Library**

The Barrio Logan community is served by the Logan Heights Branch Library which is located outside of the community at 811 S. 28<sup>th</sup> Street in the community of Southeastern San Diego.

## **Fire Protection**

Fire protection for the Barrio Logan community is provided by Station No. 7, located at 944 Cesar Chavez Pkwy., this station has 3,645 existing square feet.



## Police Protection

The Barrio Logan community is served by the San Diego Police Department's Central Division, located at 2501 Imperial Ave., in addition the area is served by the Store Front located at 446 26<sup>th</sup> St. Suite 102.

## Summary of Public Facilities Needs

Figure 2 illustrates general locations for the Barrio Logan community projects. Table 1 summarizes the facility needs of the Barrio Logan community. Table 1 reflects both long range needs and those reflected in the current Council adopted Capital Improvement's Program (CIP). These projects are more fully described on pages 15 to 26.

The projects listed in Table 1 are subject to revisions in conjunction with Council adoption of the annual Capital Improvement's Program budget. Depending on priorities and availability of resources, substantial changes to these projects are possible from year to year.

## Barrio Logan – Public Facilities Financing Plan

### Financing Strategy

The City of San Diego has a variety of potential funding sources for financing public facilities which will be provided in part by developers as part of the subdivision process. Potential other methods for financing public facilities are listed below:

- A. DEVELOPMENT IMPACT FEES (DIF)
- B. TRANSNET, GAS TAX
- C. ASSESSMENT DISTRICTS
- D. LANDSCAPING AND LIGHTING ACTS
- E. GENERAL OBLIGATION BOND ISSUES
- F. CERTIFICATES OF PARTICIPATION (COP)
- G. LEASE REVENUE BONDS
- H. BUSINESS LICENSE TAX REVENUE\*
- I. CAPITAL OUTLAY (LEASE REVENUE)
- J. COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)
- K. FRANCHISE FEE REVENUE\*
- L. LOCAL TRANSPORTATION FUND
- M. MOTOR VEHICLE LICENSE FEE (MVLF) REVENUE\*
- N. PARKING VIOLATION REVENUE\*

- O. PARKING METER REVENUE\*
- P. PARK SERVICE DISTRICT FEES (PSD)
- Q. PROPERTY TAX REVENUE\*
- R. TRANSIENT OCCUPANCY TAX (TOT)\*
- S. ANNUAL ALLOCATIONS
- T. PRIVATE CONTRIBUTIONS
- U. UTILITY USERS TAX
- V. SPECIAL TAXES FOR FIRE AND POLICE PROTECTION
- W. SPECIAL TAXES FOR PUBLIC LIBRARIES
- X. PARK AND PLAYGROUND ACT OF 1909
- Y. GRANTS

\*These funds are currently allocated for general City operations, but may be used for capital improvements.

- A. **DEVELOPMENT IMPACT FEES (DIF)** - Development Impact Fees are a method whereby the impact of new development upon the infrastructure is assessed, and a fee system developed and imposed on developers to mitigate the impact of new development. Impact Fees cannot be used for existing development's share. Impact fees are collected at the time of building permit issuance. Funds collected are deposited in a special interest bearing account and can only be used for identified facilities serving the community in which they were collected. As sufficient funds are collected, the City proceeds with a construction program. Use of impact fees is one of the financing methods recommended for Barrio Logan.
- B. **TRANSNET, GAS TAX**, and other programs such as a state-local partnership program may provide funds for community transportation projects. These funds will be allocated annually and may be used to fund a portion of the long-range capital need for future transportation improvements in Barrio Logan.
- C. **ASSESSMENT DISTRICTS** - Special assessment financing, using 1913/1915 Assessment Acts or a Mello-Roos District could be used as a supplementary or alternative method of financing some facilities. A Mello-Roos District requires a 2/3 approval vote for passage. Other assessment districts generally require the support of the majority of the community. If an assessment is subject to Proposition 218, it would require a 2/3 voter approval for passage.
- D. **LANDSCAPING AND LIGHTING ACTS** - Funds may be used for parks, recreation, open space, installation/construction of planting and landscaping, street lighting facilities, and maintenance. These ballot measures require 2/3 voter approval for passage.

- E. **GENERAL OBLIGATION BOND ISSUES** - Cities, counties and school districts may issue these bonds to finance land acquisition and capital improvements. The bonds are repaid with the revenues from increased property taxes. Bond issuance require 2/3 voter approval for passage.
- F. **CERTIFICATES OF PARTICIPATION (COP)** - These funds may only be used for land acquisition and capital improvements. City Council approval is required and a funding source for debt service must be identified.
- G. **LEASE REVENUE BONDS** - These funds may only be used for capital improvements. City Council approval is required.
- H. **BUSINESS LICENSE TAX REVENUE** - These funds are currently allocated for general City operations but may be used for capital improvements. City Council approval is required.
- I. **CAPITAL OUTLAY (LEASE REVENUE)** - These funds are to be used for capital improvements. City Council approval is required.
- J. **COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG)** - This is a Federal grant that is applied for annually. Applications are reviewed annually City Council and HUD approval are required.
- K. **FRANCHISE FEE REVENUE** - The City collects franchise funds from San Diego Gas and Electric and cable companies for use of City right-of-way. These funds are currently allocated for general City operations but may be used for capital improvements. City Council approval is required.
- L. **LOCAL TRANSPORTATION FUND** - These funds are applied for and may only be used for bikeway projects. City Council and Federal approval are required.
- M. **MOTOR VEHICLE LICENSE FEE (MVLF) REVENUE** - The State allocates a portion of vehicle license fee revenue to local governments. These funds are currently allocated for general City operations but may be used for capital projects. City Council approval is required.
- N. **PARKING VIOLATION REVENUE** - These funds are currently allocated for general City operations but may be used for capital improvements. City Council approval is required.

- O. **PARKING METER REVENUE** - These funds are currently allocated for general City operations but may be used for capital improvements. City Council approval is required.
- P. **PARK SERVICE DISTRICT FEE (PSD)** - This fee is charged at the subdivision level and can only be used for parks and park improvements. City Council approval is required.
- Q. **PROPERTY TAX REVENUE** - Property owners are taxed one percent of the assessed value of the property. The City receives approximately 17 percent of the one percent. These funds are currently allocated for general City operations but may be used for capital improvements. City Council approval is required.
- R. **TRANSIENT OCCUPANCY TAX (TOT)** - The City's hotel tax is 10.5 percent and is currently allocated to eligible (tourist related) organizations that request funding annually and to tourist related City activities. TOT may be used for capital improvements. City Council approval is required.
- S. **ANNUAL ALLOCATIONS** - In the years prior to the passage of Proposition 13 the City was able to respond to community facility needs by using a portion of sales tax revenue to support the Capital Improvements Program. This has not been possible for some time. However, if other revenues are increased, annual allocations could again be used to fund some capital facilities. This is a recommended method of funding some park and recreation facilities and transportation improvements. City Council approval is required.
- T. **PRIVATE CONTRIBUTIONS** - Any private donations received by the City may be used for capital improvements. City Council approval is required.

Potential methods for financing public facilities are described below:

- U. **UTILITY USERS TAX** - These funds may be used for any general City operation or capital improvement. These require 2/3 voter approval for passage.
- V. **SPECIAL TAXES FOR FIRE AND POLICE PROTECTION** - These funds may only be used for fire and police activities. These require 2/3 voter approval for passage.

- W. **SPECIAL TAXES FOR PUBLIC LIBRARIES** - These funds may only be used for libraries and library improvements. These require 2/3 voter approval for passage.
- X. **PARK AND PLAYGROUND ACT OF 1909** - These funds may be used for parks, urban open-space land, playground, and library facilities. These require 2/3 voter approval for passage.
- Y. **GRANTS** - Grants are available and applied for from the Federal government, state and other agencies.

## General Assumptions and Conditions

In connection with the application of the following methods of financing, these general assumptions and conditions would apply:

1. Developers will be required to provide facilities normally provided within the subdivision process as a condition of subdivision approval, including but not limited to traffic signals.
2. Abutting property owners are responsible for frontage improvements such as sidewalks, curbs and gutters.
3. The DEVELOPMENT IMPACT FEE will be paid by the developer at the time of building permit issuance.
4. DEVELOPMENT IMPACT FEE funds collected will be placed in a separate interest bearing fund with interest earnings accumulated for use in the community planning area for identified facilities.



## Development Impact Fee Determination

### Background

In late 1987, staff developed and recommended impact fees for 28 urbanized communities. The City Council adopted the recommended fees, including those for the Barrio Logan community planning area, to mitigate the impact of new development on public facilities. All undeveloped and underdeveloped parcels are subject to Development Impact Fees. Monies collected are placed in City interest-accruing funds to be used only for capital improvements serving the Barrio Logan Community.

The Barrio Logan Community Plan area is almost fully developed. As such, impact fees will provide only a small portion of the financing needed for the facilities. The majority of the required public improvements will have to be provided through special funding mechanisms other than DIF.

### Distribution of Project Costs and Fee Determination

Development Impact Fees are based on the extent or degree to which each type of development generates a demand for, or receives benefit from, the various existing public facilities. For example, all development generates vehicular traffic and thus, on an equitable basis, should share in the cost of transportation projects.

Development Impact Fees were determined for the various categories of public facilities needed at full community development. The impact fee base includes all project needs except those identified as subdivider funded. The fees also include an 8% charge to cover City administrative costs.

### Transportation

There is a clear relationship between the use of transportation facilities and the generation of vehicular trips based upon land use. In the report “San Diego Traffic Generators,” authored by CALTRANS and SANDAG, the traffic generated by various classes of use is detailed. This report summarizes data collected at major regional traffic generators as well as neighborhood and local traffic generators in the San Diego area. Traffic counts taken at each facility are related to various characteristics of the facility such as size, type of use, number of employees, floor area, parking spaces, or number of persons. For impact fee purposes, multi-family residential development is assumed for Barrio Logan (and all other urbanized communities). The residential portion of the impact fee reflects an average daily trip factor (ADT) of seven (7) as a basis for determining the impact fee. A considerable range has been found for traffic generation in

non-residential developments depending on the character and use of the property. Non-residential land uses typically generate between 100 to 900 average daily trips per acre. For non-residential development in the Barrio Logan Community, average daily trips were used.

Transportation projects are estimated after the scope of work is determined to be consistent with the Community Plan. The project improvements are laid out to design standards and material quantities are determined; for example the length of curbs and gutters, square footage of retaining walls and sidewalks, etc. Unit prices are then applied to the quantities, which are guided by the median prices received on current City of San Diego construction bid documents. Please refer to Appendix A for more detail. Additional costs are applied for contingencies (25%), mobilization (2%), engineering and administration (35-50%), right-of-way, bonds and environmental work.

Using the approved land use intensity and trip generation rates, the total number of trips forecasted for Year 2030 is estimated to be 51,000. An analysis of the DIF eligible street improvements required at full community development (estimated costs in FY 2007 dollars) totaling \$14,247,200 indicates that cost per average daily trip for transportation facilities, including 8% administrative costs, is \$302 per trip and \$2,114 per dwelling unit. The fee per dwelling unit is calculated using the average daily trip rate factor of seven. These amounts will be paid by all future development.

## **Park and Recreation**

Park and Recreation needs are based on population derived from the number of dwelling units in the community. The Park and Recreation Department has identified projects needed in the Barrio Logan area at full community development. These are shown in Table 1 and in detail on pages 21 thru 24. For this financing plan, park estimates are based on approximately \$400,000 per acre for design and construction which is derived from recently received competitive bids for other typical population-based park development projects, \$1,500,000 per acre for land acquisition, \$350 per square foot for a recreation center, and \$4,000,000 for a swimming pool complex.

Allocating total park and recreation facility costs of \$9,753,000 to the residential development at full community development of 1,464 units, results in an impact fee, including 8% administrative costs, of \$7,195 per unit.

## **Library**

Library needs are based on population which is derived from the number of dwelling units estimated at full community development. Therefore, only residential development is charged a development impact fee for libraries.

The Logan Heights Library will be replaced with a new 25,000 square foot branch, at a total cost of \$8,399,000, 93% of the cost will be paid by Southeastern San Diego, and 7% of the cost will be paid by the Barrio Logan Community. Allocating total library requirements only to residential property results in a library impact fee of \$434 per dwelling unit. This was calculated by dividing total library requirements of \$587,930 which equals 7% of the total cost of the project by 1,464 the number of residential dwelling units at full community development, including 8% administrative costs.

## **Fire Facilities**

The Fire Station portion of the impact fee relates to the cost of providing fire facilities to adequately provide fire protection services to both residential and non-residential development within the community. Residential impact fees are based on an average cost per dwelling unit. The average cost per 1,000 square-feet of gross building area is used to determine fees for non-residential development.

The Fire Department has identified one fire station serving the Barrio Logan Community which needs improvements. Using the total amount of development, both residential and non-residential (approximately 13,835,040 square-feet), and Barrio Logan's share of the cost for the needed fire facility \$5,850,000, the resulting impact fee is \$457 per residential dwelling unit and \$457 per thousand square feet of non-residential development. This was calculated by dividing total fire requirements for Barrio Logan of \$5,850,000 by 13,835 including 8% for administrative costs.

## Development Impact Fee Schedule

The resulting impact fees for the Barrio Logan community planning area are as follows:

<b>RESIDENTIAL PROPERTY</b>					<b>COMMERCIAL/INDUSTRIAL</b>	
Transportation	Park & Rec	Library	Fire	Total per Residential Unit	Transportation	Fire
\$ Per Residential Unit					\$/Trip	\$/1000 sq. ft. of Gross Building Area (GBA)
\$2,114	\$7,195	\$434	\$457	\$10,200	\$302	\$457